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SUBJECT: Preview of Sudan 2010 Humanitarian Work Plan

**¶11. (U) Summary:** On November 15, USAID attended a stakeholders' conference providing a preview of the UN and partners 2010 Humanitarian Work Plan. The conference, chaired by Deputy Special Representative of the UN Secretary-General (DSRSG) Ameerah Haq and Commissioner of the Government of National Unity (GNU) Humanitarian Aid Commission (HAC) Hassabo Abdel-Rahman, provided an opportunity for humanitarian stakeholders in Sudan to discuss the humanitarian response strategy for 2010. The conference was scheduled in advance of the global launch of the Sudan Work Plan, scheduled to be held along with other UN Consolidated Appeals Processes in Geneva on November 30. End summary.

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2010 Sudan Humanitarian Work Plan  
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**¶12. (U) Donors, international non-governmental organizations (NGOs), national NGOs, and UN representatives gathered on November 15 in Khartoum for a preview of the 2010 Work Plan for Sudan.** The Work Plan is a tool developed by aid organizations to plan and monitor responses to emergencies and appeal for funds cohesively, ensuring that humanitarian assistance is coordinated, prioritized, and effective. The Work Plan is the outcome of a two-month planning process that included government counterparts at the national and local levels, donors, UN agencies, and other relevant stakeholders.

**¶13. (U) In his opening remarks, HAC Commissioner Hassabo acknowledged the contributions of donors and the work of international and national NGOs in providing assistance to the people of Sudan.** Hassabo reported that the GNU line ministries were satisfied this year with the level of coordination with the UN in developing the work plan. Hassabo also underscored the need for periodic updates on Work Plan progress by the UN after the launch.

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Funding Requirement  
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**¶14. (U) Sudan is home to the world's largest humanitarian operation.** The funding requirement for the 2010 Humanitarian Work Plan for Sudan totals USD 1.9 billion, with 146 organizations participating through 416 projects. The figure represents a nine percent decline from 2009 funding requirements. According to DSRSG Haq, the planned budget reduction is due to additional planned budget transfers from the states. Darfur projects comprise approximately 55 percent of the funding requirements in the 2010 Work plan, while 27 percent of budgeted funding is designated for Southern Sudan and approximately 18 percent is designated for the Three Areas, the East, and the North.

**15.** (U) According to Haq, Darfur and Southern Sudan, as well as areas along the north-south boundary and pockets of the East, represent the highest levels of vulnerability in Sudan. Conditions in Southern Sudan deteriorated alarmingly in 2009, with 2,500 people killed and more than 350,000 displaced as a result of violence. Furthermore, food insecurity posed an additional threat, along with localized flooding, poor access to services and environmental degradation. Humanitarian partners in Sudan plan to base activities on four over-arching strategies: saving lives and protecting civilians; support for recovery and peace; advocacy for the fulfillment of state responsibilities; and building official and local capacity to respond to emergencies.

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Strategic Planning Process  
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**16.** (U) According to Haq, in an effort to streamline humanitarian assistance, this year's Work Plan includes only humanitarian and emergency activities, while building the foundation for recovery. Development and recovery are addressed in the UN Development Assistance Framework (UNDAF), a four year plan focusing on longer-term goals established in 2008. Sector objectives for the year are linked to the following four goals been identified for the coming year's Work Plan activities:

a) Saving lives, protecting civilians, and supporting recovery. This goal affirms humanitarian action's stated purpose, i.e. to save and protect life. The goal recognizes that aid should augment people's ability to recover from crisis in their home communities, in areas of displacement or return. This requires protecting the

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environment and ensuring sound management of national resources.

(b) Doing no harm and contributing to peace. Aid workers are obliged by this goal to understand how assistance could be harmful and to recognize opportunities to help overcome conflict. The goal commits aid agencies to conducting programs supporting peace and reconciliation.

(c) Advocating for the government to meet state responsibilities. This goal recognizes the primacy of government leadership in ensuring that state responsibilities are met. Humanitarian action supports this role and covers short-term gaps when necessary.

(d) Building the capacity of the government and civil society. This goal reflects support for the government in achieving state responsibilities, as well as for Sudanese civil society in the attainment of humanitarian action through building local capacity to respond to emergencies.

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Sector Approach  
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**17.** (U) The work plan is organized according to eleven sectors with overall responsibility for the humanitarian and early recovery programs in the country. The sector structure helps ensure that activities are coordinated and responsibilities are clearly defined.

The key sectors include (1) Basic Infrastructure and Settlement Development (2) Common Services and Coordination (3) Education (4) Food Security and Livelihoods (5) Health (6) Mine Action (7) Non-Food Items and Emergency Shelter (8) Nutrition (9) Protection (10) Return and Early Reintegration (11) Water and Sanitation. All sectors integrate six cross-cutting issues into their programming: camp coordination; early recovery; environment; gender; HIV/AIDS; and returns and reintegration.

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Implementation Challenges  
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**18.** (U) Haq underscored the need for full funding of program requirements in order to enable humanitarian actors to provide

adequate, timely assistance. Such timely assistance will not only to alleviate suffering but also safeguard hard-won gains that have contributed to greater stability in the country. Haq also acknowledged other elements that might contribute to the slow implementation of the 2010 Work Plan, such as the overall security situation in Darfur, which, according to Haq, has shifted from "formal conflict" to banditry. The insecurity has increased vulnerabilities and led to displacement. In addition, poor infrastructure limits the access of vulnerable populations to livelihoods and basic services. Haq also noted that food insecurity, particularly in Southern Sudan, and the camp-based population in Darfur both contribute to a reliance on food aid.

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Comment  
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¶ 9. (SBU) USAID appreciates UN efforts to prioritize emergency and humanitarian activities for the 2010 Work Plan in order to build the foundation for recovery and longer-term goals. The Work Plan is intended to refine strategic humanitarian interventions in a complex and dynamic environment, with wide variations in vulnerability and needs. However, while GNU line ministries have expressed satisfaction with the consultation process in developing the 2010 Work Plan, humanitarian agencies have noted concerns regarding whether the GNU will fulfill its financial commitments and have the ability to provide adequate support for its share of the humanitarian and recovery interventions. In addition, the UN and other humanitarian partners must carefully consider and manage the level of engagement of the line ministries to safeguard the neutrality and independence of humanitarian response.

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